

**ESTIMATES COMMITTEE
1957-58**

SEVENTH REPORT

(SECOND LOK SABHA)

**ACTION TAKEN BY GOVERNMENT ON THE RECOMMENDATIONS
CONTAINED IN THE EIGHTEENTH REPORT OF THE ESTIMATES
COMMITTEE ON THE MINISTRY OF RAILWAYS ON THE SUBJECT
'RAILWAYS' SECOND FIVE YEAR PLAN' (FIRST LOK SABHA)**



**LOK SABHA SECRETARIAT
NEW DELHI**

March, 1958

CORRIGENDA

To the 7th Report of the Estimates Committee on action taken by Government on the recommendations contained in the 18th Report on the Ministry of Railways (First Lok Sabha)

Contents page, chapter II, read 'Government' for 'Committee'.
Introduction, Para 2, line 8, read 'for' for 'on',
Page 4, Column 3, line II, ~~delete~~ closing bracket after
7233 and add this at the end of the recommendation
Page 5, Column 3, line 2, add after 'bold'
Page 22, Note-line 9, read 'our' for 'out',
Page 26, last line of the second note, read 'visualise'
for 'visualise'
Page 27, Column 4, lines 8 & 9, read '56-B(C)6000/recommenda-
tion (18) for '65-B(C)6000/recommendation(18)

-Biswas-

CONTENTS

	<i>Pages</i>
Composition of the Committee	ii
Introduction	iii iv
I. Report .. .	1 - 3
II. Recommendations that have been accepted by the Committee	4 - 17
III. Replies of the Government that have been accepted by the Committee.	18 - 22
IV. Replies of the Government that have not been finally accepted by the Committee and are being pursued	23 - 29

APPENDIX

Analysis of the action taken by Government on the recommendation contained in the Eighteenth Report of the Estimates Committee (First Lok Sabha)	30
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MEMBERS OF THE ESTIMATES COMMITTEE
1957-58

- | | | |
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SECRETARIAT

Shri S. L. Shakdher	<i>Joint Secretary</i>
Shri H. N. Trivedi	<i>Deputy Secretary</i>
Shri R. P. Kaushik	<i>Under Secretary</i>

INTRODUCTION

I, the Chairman of the Estimates Committee having been authorised by the Committee, present this Seventh Report of the Estimates Committee of the Second Lok Sabha on action taken by Government on the recommendations contained in the Eighteenth Report of the Estimates Committee of the First Lok Sabha.

2. The Eighteenth Report of the Estimates Committee of the First Lok Sabha was presented to the House on the 23rd December, 1955. The Government furnished their replies indicating action taken on the recommendations/conclusions in this report between the 27th July, 1956 and the 21st January, 1957. The Ministry was requested to furnish clarification on certain points arising out of their replies. The replies (including replies to points on further clarification) were examined by the Sub-Committee of the Estimates Committee on the 3rd December, 1957 and the 3rd March, 1958. This report includes the replies of the Ministry to the original recommendation of the Committee as well as replies to the points for clarification.

3. The Report has been divided into four Chapters:

- I. Report
- II. Recommendations that have been accepted by the Government.
- III. Replies of the Government that have been finally accepted by the Committee.
- IV. Replies of the Government that have not been finally accepted by the Committee and are being pursued.

(iv)

4. An analysis of the action taken by the Government on the recommendations contained in the Eighteenth Report is given at Appendix I.

NEW DELHI;

The 28th March, 1958.

BALVANTRAY G. MEHTA,

Chairman,

Estimates Committee.

CHAPTER I

REPORT

The Estimates Committee, in para 21(1)(ii) of the 18th Report, stated that the assumption of an overall increase of 5% in goods loading in each year of the Second Five Year Plan was extremely conservative. In the first year of the Second Plan, however, the loading figure for 1955-56 is about 8.8% which bears out the anticipation of the Committee that the provision made in the Second Plan might not be sufficient to cater to the needs of rail transport during the Plan period. The Committee note with satisfaction that the question of providing additional facilities for rail transport is being reviewed periodically by the Planning Commission in consultation with the Railway Ministry.

2. In para 21(3) of the 18th Report, the Committee stated that immediate steps should be taken to eliminate the speed restrictions on 1,784 miles due to arrears of Track Renewal as on 1.4.55 and that the tentative target of renewal of 10,000 miles of track and the funds proposed in the Second Five Year Plan were less than what the individual Railways had asked for. (It may be noted that the mileage under speed restriction of 1.4.57 has further gone up to 2,499). From the reply of the Ministry it appears that the target may not be achieved because of lack of funds as well as short supply of permanent way materials. So far as the latter reason is concerned, the Committee hope that with Steel Plants going into production the Railways will be able to procure the necessary material. The Committee are of the opinion that the reduced target of renewal of 8,000 miles of track during the Second Plan will be totally inadequate to meet the needs of the situation and that it is likely to increase the number of speed restrictions which, in turn, will result in the slow-

ing down of traffic movement. The Committee would, therefore, like the Railway Ministry to review the position and take steps in consultation with the Planning Commission to restore the original track renewal programme of 10,000 miles during the Plan period.

3. In para 27 of the 18th Report, the Committee had come to the conclusion that considering the figures of track mileage in other countries *vis a vis* the population and per capita capital outlay, there was a need for long term plan for the development of Indian Railways. The Ministry have explained that it is difficult to visualise the growth of the railway system beyond the Second Five Year Plan at this stage, in the absence of a comprehensive long range economic Plan. In this connection, the Committee would like to refer to the Nagpur Road Plan which is to be implemented by the end of the Second Plan and also the declaration of the Minister of Transport and Communications that another long-term road plan was being prepared. The difficulties mentioned by the Railway Ministry have to be encountered in framing a perspective road plan also. Just as it is possible to frame a perspective plan for the roadways inspite of these difficulties, it should also be possible to prepare a similar perspective plan for the railways. The Committee during their discussion with the representatives of the Planning Commission were told that the Commission was already engaged in perspective planning. The Committee, therefore, reiterate their earlier recommendation and suggest that the Railway Ministry should co ordinate with Planning Commission in framing a tentative perspective plan for the development of Railways.

4. In para 32 of the 18th Report, the Committee had recommended that the suggestion of the Indian Railway Enquiry Committee, 1947 with regard to the examination of the gauge question by a small technical committee should be implemented early.

The Committee have been informed that an officer has been appointed with effect from 16.3.57 to investigate the question. The Committee would like to be furnished with a copy of the Report of this officer as soon as his investigations are completed. They would also like to be informed as to which of the N.G. and M.G. lines are eventually proposed to be converted into B.G.

CHAPTER II

RECOMMENDATIONS THAT HAVE BEEN ACCEPTED BY THE GOVERNMENT

Serial No.	Reference to Para No. of the Report.	Summary of Recommendation/conclusion	Reply of the Government
1	2	3	4
1	3	The Committee are of the opinion that the recommendation of Mackay Committee made in 1908 that India should have 100,000 miles of Railways should not be forgotten altogether, how much so ever difficult of fulfilment.	Noted. No remarks are called for at present. (Ministry of Railways O.M.No.59-B(C)/6000/Recommendation (18) dated 28.7.1956).
2	15	The magnitude of the Second Five Year Plan of the Railways will have to be such as. (i) to remove chronic over crowding on the passenger and suburban trains. (ii) to provide for additional Rolling Stock and increased facilities for loading of coal and other goods. and (iii) to wipe out the arrears of Track Renewals (7233) miles of track requiring rail renewals and 7389 miles of track requiring sleeper	The Committee have given their recommendation regarding the magnitude of the Plan for the Railways, so as to achieve certain objectives. The magnitude of the Plan has been determined by the total available financial and other resources and within the means available, the objectives suggested by the Committee have been catered for

renewal on 1.4.1959.

to the maximum extent possible.

(Ministry of Railways O.M.No. 88-B(C)/
9000/Recommendation(18) dated 28.7.1958)

3 17 The limited resources of the country rule out a bold comprehensive plan for developing all forms of transport in the light of the future needs of the country during the Second Five Year Plan period

No remarks are called for.

(Ministry of Railways O.M.No. 88-B(C)/
9000/Recommendation(18) dated
28.7.1958).

4 18 The Committee feel that the Second Five Year Plan of the Railways should be such as would enable them to catch up and then move in pace with the

Noted Minister's Budget speech has covered this point.

Note: Relevant extracts from the Budget speech are given below

The reduction in the Plan allotment will however fall heavily initially at any rate, on new line constructions other than those integrally connected with the increase in coal and steel traffic in the context of our developing economy, however we should look ahead boldly and not take a pessimistic view. The Planning Commission have assured us that the position will be kept under constant review and necessary adjustments will be made in the allotment to Railways as the Plan progresses. In no way less important is the co-operation forth coming from the people, either in the form of voluntary labour or contribution in the form of land and money. I therefore propose to proceed with the survey of new lines on the grand programme of 3,000 miles so that the construction work may be commenced immediately funds become available.

transport requirements of the country. They, however, feel that new construction of the Railway lines for development purposes should be undertaken to the extent possible within the limited resources.

50. 21(1) The percentage of overaged stock on Indian Railways (i) is still very substantial

There is no doubt that the percentage of the overaged stock should be reduced. The requirements of stock for the Second Plan have been worked out in such a way within the frame-work of the funds allotted as to reduce the overaged stock as far as possible

(Ministry of Railways D.M No 54 B(C) 1000, Recommendation(18) dated 12.12.1959)

51(2) When the number of rolling stock on the line is increased, the facilities for their maintenance in the workshops, sheds and depots have also to be correspondingly increased. In view of the acute shortage of rolling stock in the country, it would not be wise to defer the proposal to set up (i) a Metro Gauge Integral Coach Factory

The expansion of existing workshops and setting up new workshops, including the Metro Gauge coach building factory and the production units, have already been included in the Second Five Year Plan

(ii) two locomotives Spare Part Production Units or the expansion of Chittaranjan Locomotive Works.

(Further information called for by the Committee)

Please state when will the M G Coach Factory start production

(L.S.S. O.M.No 96 EC II/56 dated 30.9.1957).

(Ministry of Railways O.M.No 56-B(C)
9000/Recommendation(18) dated
29.7.1956)

The Committee appointed by the Railway Board to select a suitable site for the Metre Gauge Coach Manufacturing Workshop, submitted their report to the Railway Board and suggested a few sites. The final choice of the place has not yet been made. Negotiations are also in progress to find out how the factory can be put up on deferred payment terms to cover foreign exchange.

(Ministry of Railways O.M.No.56-B(C)
9000/Recommendation(18) dated
25.11.1957).

11 21(7) General all round improvement in signalling and tele-communications on Indian Railways is essential for operating reasons.

The recommendation has been noted.

(Ministry of Railways O.M.No.56-B(C)
9000/Recommendation (18) dated
21.1.1957)

1	2	3	4
12	21(8)	<p>The Committee are in agreement with the recommendation made by the Railway Corruption Enquiry Committee that a definite amount should be allocated each year on each Railway in the Second Five Year Plan for improving the goods shed facilities. The Committee recommend that the allocation for these works might be increased further by making a little readjustment, if possible. (The Committee are glad to learn that provision under this head has already been tentatively increased to Rs. 25 crores).</p>	<p>Noted. A provision of Rs. 20 crores has been made in the Second Plan for the expansion of Goods Shed facilities.</p> <p>(Ministry of Railways O.M. No. 34-B(C) 6000/Recommendation (18) dated 26.7.1956)</p>
13	21(a)	<p>The Committee feel that if possible, electrification or dieselisation of 300 miles left over for the Third Five Year Plan should be included in the Second Plan itself.</p>	<p>The matter is already under active consideration of the Board. The Planning Commission are being approached to agree to the electrification of sections Asansol-Sini-Rourkela and Gomoh-Mughal-sarai covering approximately 502 route miles in addition to what has been provided in the plan as the Board have concluded that by adopting A.C. traction in lieu of the D.C. tractor electrification.</p>

could be accomplished much more economically.

(Ministry of Railways O.M.No. 56-B(C)
6000/Recommendation(18) dated
12.12.1957).

(Further information called for by the Committee)

Please state the latest position in the matter of
electrification of sections Asansol-Sini-Rourkela
and Gomoh-Moghulsarai

L S O M No 94 EC II/59 dated 30 9 1957)

Approval of the Planning Commission
to include the sections Asansol-Sini,
Rourkela and Gomoh-Moghulsarai in
the Second Five Year Plan, has been
received. Societe Nationale Des
Chamins De Fer Francais have been
appointed consultants for electrifica-
tion of these sections. An order has
been placed for 100 locomotives and
specifications for O.H.E. are ex-
pected to be ready by the end of this
month. An Engineer in Chief has
also been appointed in connection with
the execution of this scheme.

(Ministry of Railways O M No. 56-B(C)
6000/Recommendation(18) dated 2.11.1957).

1	2	3	4
14	21(10)	The Committee are glad to note that the Railways propose to establish construction depots for stocking materials required for works connected with the Plan in advance	Noted. No remarks are called for. (Ministry of Railways O.M. No. 56 B(C) 5000/Recommendation(18) dated 25.7.1956)
15	21(11)	Adequate facilities should be provided for training new recruits to Railway Service	This is being actively pursued. (Ministry of Railways O.M. No. 56 B(C) 5000/Recommendation(18) dated 13.12.1956)
16	21(13)	The Committee suggest that the programme of remodelling station buildings should be slowed down and the amount diverted to other basic amenities without reducing the overall allocation under Amenities for rail users	This has been considered by the Railway Board and the recommendation generally accepted. Each proposal for the complete remodelling of a station building would be carefully weighed against the number of additions and alterations to provide the basic passenger amenities and a decision taken on the merits, complete remodelling of the station building being decided on when it would be more advantageous and cheaper to do so. The Railways have further been asked to ensure that the remodelling of

station buildings, where decided on, is carried out as economically as possible.

(Ministry of Railways O.M. No. 54-B(C)
6000/Recommendation(18) dated
26.7.1956).

118 24 The Committee consider that any arbitrary reduction in the provision of funds of the Second Five Year Plan of the Railway Ministry will create a serious transport bottle neck which will adversely affect the country's planning as a whole.

No remarks are called for
(Ministry of Railways O M No 56-B(C)
6000/Recommendation(18) dated
26.7 1956)

19 25(2) The Committee feel that judicious financial control will be exercised on the expenditure to be incurred by the Railways during their Second Five Year Plan

Noted The existing arrangements to which reference has been made by the Committee, are designed to ensure that necessary judicious financial scrutiny is exercised on the expenditure to be incurred by the Railway during their Second Plan.

(Ministry of Railways O M No. 56-B(C)
6000/Recommendation (18) dated
13.12.1956).

1	2	3	4
22	37	The Committee are glad to observe that earnest attention is being bestowed on the provision of level crossings and over or under bridges	The Committee's observation is noted (Ministry of Railways O M No 56 B(C) 6000/Recommendation(18) dated 13.12.1953)
23	39	Before a N G. line is scrapped without replacement the representatives of the people of the areas that would be affected should be taken into confidence and suitable alternative modes of transport provided for them	This will be done as far as possible (Ministry of Railways O M No 56 B(C) 6000/Recommendation (18) dated 13.12.1953).
		(Further information called for by the Committee)	
		What is the progress of conversion of Narrow Gauge lines into Metre Gauge and Broad Gauge	Owing to the limitation of funds in the Second Five Year Plan attention has had to be confined to lines required for specific industrial projects or operational requirements. The conversion of any N G. line to M.G. or B.G. could not, therefore, be included as such. However, as a result of new
		(L S S O M No 96 EC-II/53 dated 30.9.1957).	

lines approved for construction by the Planning Commission for the purposes mentioned the following N. G. Lines will be affected in the manner indicated

(i) Chandrapura-Muri new B. G. line. The 16 mile portion from Muri towards Chandrapura will replace the corresponding portion of the Muri-Purulia Narrow Gauge line.

(ii) Baraset Hasnabad new B. G. line will incidentally serve the area in which the erstwhile N. G. line ran and which was recently closed down.

(Ministry of Railways O. M. No. 56-B(C) 9000/Recommendation (18) dated 16.11.1957).

This has been done and will be done as necessary.

(Ministry of Railways O. M. No. 56-B(C) 9000/Recommendation (18) dated 13.12.1956).

24 41 In order to direct and control the huge expenditure that would have to be incurred on the 2nd Plan, it will be necessary to strengthen the administration at various levels including that of the Railway Board in an adequate measure.

1	2	3	4
25	42	<p>The Railway Ministry should bring out a pamphlet enumerating their achievements in the First Five Year Plan, the extent to which they are inadequate to meet the requirements of the country and the further efforts they intend to make. The cooperation of the National Federation of Indian Railwaymen should also be sought to make the Railway employees Plan-conscious.</p>	<p>The Progress Report on the First Five Year Plan has already been submitted to Parliament.</p> <p>The suggestion regarding co-operation of National Federation of Indian Railwaymen, is being dealt with separately.</p> <p>(Ministry of Railways O.M.No.56-B(C)5000/Recommendation (18) dated 13-12-1956)</p>
		<p>(Further information called for by the Committee)</p>	
		<p>Please state the steps taken in the matter of seeking co-operation of National Federation of Indian Railwaymen.</p>	<p>On 10-2-57, a meeting of the representatives of all recognised unions on the Railways and the National Federation of Indian Railwaymen with the Minister for Railways was held. At the meeting the Minister for Railways appealed to the representatives of the organised Labour for their co-operation in the 2nd Five Year Plan. Extracts from the</p>
		<p>(L.S.O.M.No.96-EC-II/56 dated 30-9-1956).</p>	

speech are reproduced below:-

'In conclusion, I would like to take this opportunity to appeal for your continued assistance in the railways' all-out effort to contribute their mite in implementing the Second Five Year Plan. I am fully conscious of the sense of duty and patriotism of railwaymen, which has resulted in their giving of their best ungrudgingly in the service of the nation. Only such devoted efforts can make for optimum utilisation of the limited financial and material resources that are available.

We have to accept the position that the resources available for the Second Five Year Plan are strictly limited. We have to work within these resources. We should not forget that the railways are the very life-line of the country. Any slackness in or stoppage of work on the railways will not only endanger the lives of millions in one part or the other of our country but may jeopardise the very working of the Second Five Year Plan on the successful implementation of which depends the prosperity of the coming generations.

It is no exaggeration to say that any slowing down of our work will spell disaster to the entire nation. I have to plead for your co-operation in inspiring railwaymen to work to the best advantage of the nation. I, on my part, would like to assure you that it shall be my constant endeavour to look after the well-being of the staff to the best of our capacity. Nobody will be happier than me if I can add in the slightest measure to the welfare of the railwaymen. I need not make mention in this context of the increased staff welfare measures introduced in the very recent past.

13

I shall close with an appeal to you for your assistance in enlisting the wholehearted co-operation of railwaymen in making them more and more conscious that they are members of a vast team engaged in the efficient functioning of this great nationalised undertaking, and that no opportunity should be given to anybody to say that railwaymen were found lacking when the nation required their services.

The Vice-President of the National Federation of Indian Railwaymen responded to the appeal as follows in his reply to the Minister's speech: -

' We have accorded our full support in the past for the success of the First Five Year Plan and we will continue to do so in the future for the implementation of the 2nd Five Year Plan. We have decided to make these plans a success not to please any individual but we fully believe in the improvement of the standard of the working class, the Railway workers, which only depends on the successful implementation of these plans.'

It is also added that nearly 2½ lakhs of copies of a pamphlet containing the speeches delivered by the Minister for Railways and the organised labour union representatives in that meeting have been printed and sent to the Railways for distribution to the individual staff.

(Ministry of Railways O.M. No. 36-B(C)
6000/Recommendation (18) dated
25.11.1957).

CHAPTER III

REPLIES OF THE GOVERNMENT THAT HAVE BEEN ACCEPTED BY THE COMMITTEE

Serial No.	Reference to Para No. of the Report	Summary of Recommendations/conclusion	Reply of the Government
1	2	3	4
8(b)	21(1)(ii)	The Committee consider that the assumption of the Railways that there would be an overall 5% increase in loading during each year in the Plan is extremely conservative.	<p>The allotment of funds to the Railways has been reduced from Rs. 1480 crores to Rs. 1125 crores and as a result provision made under various heads has had to be curtailed. A copy of these recommendations has been forwarded to the Planning Commission for their information and such action as they may consider necessary.</p> <p>(Ministry of Railways O.M.No.56.B(C) 9000/Recommendation (18) dated 13.12.1956).</p>
8	21(4)	The Committee are of the view that any rehabilitation programmes on the railways like regirdering, strengthening and reconstruction of bridges should not be allowed to linger any more	<p>The Railway Board is alive to the question of rehabilitation such as regirdering, strengthening and reconditioning of bridges and have taken steps to carry out as much of such work as possible within the availability of steel, the other critical materials and funds. Much as they would not like to do so,</p>

* as in the Appendix I to the 18th Report.

the rehabilitation programme of such works may be delayed due to non-availability of steel and fabricating capacity in the country or abroad.

(Ministry of Railways O.M.No.54-Br(C)8000/Recommendation(18) dated 13.12.1956).

9 21(5) The importance of a speedy completion of the Ganga Bridge Project cannot be overstressed.

Noted. No special action is required. The target date of completion of the Ganga Bridge Project is December 1959. If steel is received in time and regularly the time schedule will be adhered to. There is no possibility of accelerating the progress of steel supply.

(Ministry of Railways O.M.No.54-Br(C)8000/Recommendation (18) dated 13.12.1956).

10 21(6) Provision of additional facilities for increasing the line capacity, such as doublings, conversions, crossing stations, looplines, marshalling yards etc. is absolutely essential. Otherwise, proper utilisation of the contemplated increased rolling stock will not be possible.

The Committee's conclusions are noted.

(Ministry of Railways O.M.No.54-Br(C)8000/Recommendation(18) dated 13.12.1956).

1	2	3	4
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(Further information called for by the Committee)

Please confirm that in view of the loan from the World Bank and the Railway Minister's promise made in his Budget speech on the 14th May, 1957 to get the allocation of Rs. 1125 crores increased by another two hundred crores, it would be possible to restore the original provision of Rs. 195 crores for increasing the line capacity. etc.

(L.S.S. O M.No.96 EC-II, 58 dated 30.9 1957)

The plan outlay authorised by the Planning Commission for the development, modernisation and rehabilitation of railways during the Second Five Year Plan stands at Rs. 1125 crores only

2 The increase in freight traffic during the year 1956-57, the first year of the Second Plan was about 10%. This fact was brought to the notice of the Planning Commission and was subsequently discussed with them in May, 1957, when the Planning Commission agreed that the Railways may develop the line capacity and workshop facilities to meet the requirements of an originating freight traffic of 180.8 million tons at the end of the Second Plan, instead of 162 million tons provided for under the Rs. 1125 crore plan. The Planning Commission, however, stipulated that for the time being the expenditure would re-

main limited to Rs. 1125 crores. It is obvious that the cost of the schemes would be in excess of Rs. 1125 crores, in view of the revised increased tar-
get for the freight traffic and the increase in cost of labour and material since the Plan was framed. In the nature of such development schemes, there is invariably a throw-forward from one plan period to another, which for a plan of this magnitude is likely to be substantial. Full details of the revised requirements are being worked out. At this stage with the difficulties and uncertainties about the availability of the foreign exchange and essential materials, it is not possible to forecast precisely the extent of actual expenditure during the Second Five Year Plan and quantum of throw forward. Should the necessity arise for additional funds during the Second Plan the Planning Commission will be approached. The World Bank loan has no relevance to the expansion of the plan as this assistance is simply designed to tide over the foreign exchange difficulties and is likely to be very much less than the total Foreign exchange requirement of the existing Planned provisions.

(Ministry of Railways U. M. No 54 B(C)9000/
Recommendation (18) dated 27-11-1957).

1	2	3	4
17	21(17)	The Committee consider that the extra mileage of 1500 proposed to be constructed for development purposes or providing rail communications in the areas which are badly in need of them is very inadequate and the question of increasing the mileage further might be considered again.	<p>Noted. No action called for at present. Minister's Budget speech has covered this point</p> <p>(Ministry of Railways O.M.No.59-D(C)6000/Recommendation(18) dated 26-7-1956)</p>

* Note

The Budget speech of the year 1956-57 does not include any reference to the impracticability of the extra mileage suggested by the Committee. But from the Budget speech of the year 1957-58 it appears that construction of extra mileage would not be possible. That relevant extract is reproduced below.

The Honourable Members will observe from the details that I have just given that surveys of a large mileage have already been completed and those of other lines aggregating again to a considerable mileage are also in progress. When all these survey reports are received and examined, some of the lines might be eliminated on financial and other considerations. But even in regard to the rest, I see no prospect of their construction being taken in hand during the Second Plan period due to shortage not only of funds but of materials also. In these circumstances there can be no point in undertaking any fresh surveys thereby dissipating out man, power which is so urgently required for speeding up approved plan projects. It will not, therefore, be prudent to sanction any new surveys during the year 1957-58 unless they are connected with an approved development project or required urgently on operational grounds or on strategic considerations.

CHAPTER IV

REPLIES OF THE GOVERNMENT THAT HAVE NOT BEEN FINALLY ACCEPTED AND ARE BEING PURSUED.

Serial No.	Reference to para No. of the Report.	Summary of Recommendations/Conclusions.	Reply of the Government.	Comments of the Committee
1	2	3	4	5

7 21(3) The arrears of Track Renewals can only be wiped off with adequate funds and material. Please see para 2 of Chapter I.

2. Owing to the reduction in the Rlys. Second Five Year Plan from Rs. 1490 to Rs. 1125 crores, the allocation for Track Renewals has had to be reduced from Rs. 125 crores to Rs. 100 crores.

3. The steel for Permanent Way will have to be largely imported and therefore the actual track renewals will not only depend on the monetary limit but also on the actual procurement from abroad

(a) In 1.4.56 the mileage under speed restrictions due to the arrears of Track Renewal was 1784. The Committee strongly feel that immediate steps should be taken to eliminate these speed restrictions by strengthening the track where necessary.

(b) The mileages and funds for track renewals proposed in the Second Five Year Plan are less than what the individual railways have asked for; any further cut in this direction is bound to slow down the movement of passenger and goods

1	2	3	4	5
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trains further, a contingency which the country cannot face with equanimity.

and shipping to India. Therefore it has been possible to include only 1,600 miles of Track Renewals every year. Realisation even of this target will depend upon the receipt of Permanent Way Materials within the monetary limit.

4 Within the availability of funds and materials for Track Renewal, removal of speed restriction is done according to the needs of safety, nature of speed restriction and relative importance of lines under speed restriction amongst themselves and in comparison with those that are not actually under speed restriction but where speed restriction may become necessary.

(Ministry of Railways O. 4. No. 59-
S(C)/4003/Recommendation(18)
dated 13.12.1954).

(Further information called for by the Committee)

It is presumed as a result of the steel mission's success in purchasing steel and structural requirements of the railways and the loan received from the World Bank, it would be possible to adhere to the original target of 10,000 miles of track renewal during the Second Plan period. Please confirm and also state the steps taken towards that direction.

(L.S.S. O. 1, No. 99 200 II/58 dated 30.9.1957)

Please refer to the reply (further clarification) furnished in respect of the reply to Recommendation No. 2 of the 17th Report

(Ministry of Railways O.M. No. 59-3(C)4000/Recommendation(19) dated 2.12.1957)

* The reply is reproduced below for easy reference:

The target of rail and sleeper renewals provided for in the plan is 8,000 miles only. There can be no question of this target being increased as a result of the World Bank loan. In fact, the cost of renewing 8,000 miles of rails and sleepers will be now much more than originally estimated, and until the Planning Commission agreed to increase the allocation of funds under this head, we cannot exceed the limit. The assignment of the Steel Purchase Mission was to place orders for permanent-way materials required upto the middle of 1959-59 on the basis of the original target of 8,000 miles during the whole Plan period.

Due to poor receipts of permanent-way materials and increased high priority demands for line capacity works, it has been possible only to relay about 847 miles of rails and 1143 miles of sleepers during 1956-57, the first year of the Plan period. In addition, about 18.5 lakhs new sleepers equivalent to about 2750 miles have also been put in the track replacing the laid sleepers under spot/casual renewals. It is rather early to make a forecast of the actual track renewals for 1957-58 and 1958-59 much less about the last two years of the Plan period as the quantum of indigenous production of pig iron and steel during these years and the condition of world market are uncertain. 10,000 miles of rail and sleeper renewal will not be done during the Second Plan period. There is no provision of money or materials for the same.

(Ministry of Railways O.M. No. 56-7(C)4000/Recommendation (17) dated 2.12.1957)"

1	2	3	4	5
20	27	Considering the figures of track mileage in other countries vis-a-vis the population and per capita output, there is a need for a long term Plan for the development of Indian Railways.	Noted. Minister's Budget speech has covered this point (Ministry of Railways O 1 No 59 (C)9000/Recommendation (15) dated 20.8.1959)	^{**} Please see para 8 of Chapter I.

* Relevant extracts from the Budget speech referred to is reproduced below :

The Budget speech of the year 1956-57 does not include any reference to the need for a long term plan suggested by the Committee. But from the Budget speech of the year 1957-58 it appears that construction of any substantial extra mileage would not be possible. The relevant extract is reproduced below :

The honourable Members will observe from the details that I have just given that surveys of a large mileage have already been completed and those of other lines aggregating again to a considerable mileage are also in progress. When all these survey reports are received and examined some of the lines might be eliminated on financial and other considerations. But even in regard to the rest, I see no prospect of their construction being taken in hand during the Second Plan period due to shortage not only of funds but of materials also. In these circumstances there can be no point in undertaking any fresh surveys thereby dissipating our man-power, which is so urgently required for speeding up approved plan projects. It will not therefore be prudent to sanction any new surveys during the year 1957-58 unless they are connected with an approved development project or required urgently on operational grounds or on strategic considerations.

** Since the finalisation of this Report the Ministry has given the following further information :

The phasing and pattern of extension of country's railway system is intimately dependent on the growth of industries, particularly heavy industries, on the expansion of port and port facilities, the exploitation and utilisation of mineral and natural resources and on significant development in agriculture without a master plan setting out the quantum of development and regional disposition of these facts, of economic activity, a perspective plan for railways expansion in the next 25 to 30 years is not feasible. The availability of steel for the new steel plant and the extent of the other resources that the railways can command will of course determine the pace of the railway construction in future. But in the absence of a comprehensive long range economic plan it is rather difficult to visualise the growth of the railway system beyond the Second Five Year Plan at this stage.

(Ministry of Railways) O 1 No.56 (C)9000 II 6th Report dt. 31.3.1959).

21	32	<p>The Committee recommend that the suggestion of the Indian Railway Enquiry Committee 1947, with regard to the examination of the gauge question by a small technical Committee should be implemented early. The technical Committee should examine the relative merits of conversion of the existing Metre Gauge into Broad Gauge or doubling the Metre Gauge track. If, as a result of detailed investigations, it is found advantageous to have a uniform gauge, future construction in the country should as far as possible be confined to Broad Gauge.</p> <p>(Further information called for by the Committee)</p> <p>Please state if the Ministry have since been able to find suitable persons from amongst retired high</p>	<p>The Board appreciate the suggestion and propose to have an enquiry made as suggested. At the moment, however, it is difficult to find suitable personnel for this investigation. As soon as suitable personnel are available a Committee will be set up.</p> <p>(Ministry of Railways No. 65-8(C)9000/Recor. mention (18) dated 21.1.1957).</p>	<p>Please see para 4 of Chapter I.</p>
		<p>An officer has been appointed with effect from 19.3.57 to investigate the question of gauge conversion</p>		

officials and from abroad.

(L.S.S. O.M. No 99-EC-II/55
dated 30 9 1957)

and of increasing the line capacity on the metre gauge trunk routes, by strengthening them to permit heavier axle loads as an alternative to conversion of metre gauge to broad gauge or the doubling of metre gauge track

(Ministry of Railways O.M. No 59-B(C)
9000/Recommendation (18) dated
15 11 1957)

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43

To sum up what has already been said in this report, the Committee have found that by the end of the First Five Year Plan even the rehabilitation of the Indian Railways in regard to rolling stock, track and bridges will not have been completed. The net result is that the Indian Railways at present are not in a position to carry the traffic that is being offered to them. This inadequacy is already causing a lot of hardship and inconvenience to trade and industry. If, therefore, the rail transport situation in the country is to cope with the increasing demands of the expanding economy of the country

A steady and concentrated drive to bring about an all round improvement in the operating efficiency so that the available assets of the Railways are put to the best use, as recommended by the Committee, has already been launched and, in fact, a 10% increase in overall efficiency has been assumed in working out the requirements of rolling stock during the Plan period

(Ministry of Railways O.M. No 59-B(C)
9000/Recommendation (18) dated
20 9 1958)

The Ministry has been asked to state the steps taken to alleviate overcrowding in passenger trains

The reply is awaited

during the Second Five Year Plan, very liberal provision of funds for the railways for the rehabilitation and renewal, conversions and new constructions of lines etc. is absolutely essential.

Similarly, there will have to be a steady and concentrated drive at high level to bring about an all round improvement in the operating efficiency so that the available assets of the railways, limited as they are, are put to the best use.

New Delhi,
The 28th March, 1958.

BALVANTRAY G. MEHTA,
*Chairman,
Estimates Committee.*

APPENDIX I

Analysis of the action taken by Government on the recommendations contained in 18th Report of the Estimates Committee (First Lok Sabha)

1. Total number of recommendations made	26
2. Recommendations accepted fully by Government.	
No.	17.5
Percentage to total	67.3%
3. Recommendations accepted by the Government partly or with some modifications	
No.	2
Percentage to total	7.7%
4. Recommendations not accepted by the Government but replies in respect of which have been accepted by the Committee	
No.	2.5
Percentage to total	9.6%
5. Recommendations not accepted by Government and pursued by the Committee (including those which are still under consideration by Government)	
No.	4
Percentage to total	15.4%